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TO RUEHBJ/AMEMBASSY BEIJING PRIORITY 4919
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RUEHHI/AMEMBASSY HANOI PRIORITY 8373
RUEHJA/AMEMBASSY JAKARTA PRIORITY 2162
RUEHLO/AMEMBASSY LONDON PRIORITY 1418
RUEHMO/AMEMBASSY MOSCOW PRIORITY 6807
RUEHOU/AMEMBASSY OUAGADOUGOU PRIORITY 7986
RUEHZP/AMEMBASSY PANAMA PRIORITY 3919
RUEHFR/AMEMBASSY PARIS PRIORITY 2304
RUEHSA/AMEMBASSY PRETORIA PRIORITY 2303
RUEHRO/AMEMBASSY ROME PRIORITY 9043
RUEHSJ/AMEMBASSY SAN JOSE PRIORITY 9952
RUEHTRO/AMEMBASSY TRIPOLI PRIORITY 4825
RUEHVB/AMEMBASSY ZAGREB PRIORITY 1976
RUCNDT/USMISSION USUN NEW YORK PRIORITY 4329
INFO AFRICAN UNION COLLECTIVE
UN SECURITY COUNCIL COLLECTIVE
RUEHDS/AMEMBASSY ADDIS ABABA 6508
RUEHNR/AMEMBASSY NAIROBI 0193

S E C R E T SECTION 01 OF 07 STATE 134229

SIPDIS
ADDIS PLEASE PASS TO USAU

E.O. 12958: DECL: 12/23/2018
TAGS: [PREL](#) [UNSC](#) [KPKO](#) [SO](#) [ET](#)
SUBJECT: DEMARCHE: U.S. DRAFTED SECURITY COUNCIL
RESOLUTION ESTABLISHING A UN PEACEKEEPING OPERATION IN
SOMALIA

REF: A. STATE 127595
[1](#)B. USUN 1146
[1](#)C. USUN 1186
[1](#)D. USUN 1195

Classified By: IO A/S Brian Hook, For Reasons 1.4 (b) and (d)

[1](#)1. (U) This is an action request. Department requests posts urge host governments to support our redrafted United Nations (UN) Security Council resolution (in paragraph 10 below), establishing a UN peacekeeping operation in Mogadishu, Somalia and its environs. Department also requests USUN to do the same with appropriate UN Security Council Missions in New York. Posts and USUN can draw from discussion elements and background in paragraphs 4-9 below when delivering this demarche.

OBJECTIVES -----

[1](#)2. (U) Department requests Posts/USUN pursue the following objectives:

-- Share the draft resolution text in paragraph 10 below with host governments/UN Security Council Missions in NY.

--For Embassies Beijing, Pretoria, Rome, and Tripoli: Express appreciation for support of our previous draft resolution, and for participation in an informal drafting group in New York. Note that the current draft takes into account the concerns of UN Secretary General Ban Ki-moon, the UN Department of Peacekeeping Operations (DPKO), and the P5 (Russia, China, France, the United Kingdom, and the United States). Underscore the need for their continued support of this new resolution.

--For Embassies Jakarta, Hanoi, and Ouagadougou: Note that while we received limited support in New York on our previous resolution, we hope to have their full support on the new draft, which accommodates concerns of UN Secretary General Ban Ki-moon, DPKO, and the P5.

--For Embassy Moscow: Note that we have taken into account the concerns of the UK and France in our current draft resolution, specifically by creating a UN trust fund for AMISOM and calling for a donors conference. Emphasize that by supporting the current draft resolution, Security Council authorization for a UN peacekeeping operation would not take place until June 1, 2009, unless the Security Council would deem it appropriate to establish a peacekeeping mission at an earlier date.

--For Embassies London and Paris: Note we have taken into account their concerns in our current draft resolution, specifically by creating a UN trust fund for AMISOM and calling for a donors conference (reftels C and D).

--For Embassy London: Underscore that the United Kingdom (UK) Ambassador to the UN in New York noted he would like to provide additional language to our current draft resolution on the trust fund, an international conference to support the Djibouti peace process, and capacity building for Somali security forces. We encourage the UK to put forward such language.

--For Embassies Brussels, Panama City, San Jose, and Zagreb: Note that while we might not have had their full support on the previous resolution, we have redrafted the resolution to

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accommodate the concerns of UN Secretary General Ban Ki-moon, DPKO, and the P5. Underscore our hope that we will have their support on this version of the resolution.

-- Posts/USUN should advise host governments and UN Missions that the United States will hold an experts meeting on the draft resolution on December 29, 2008, and that we will seek Security Council adoption of this resolution at an early opportunity, possibly as soon as December 31, 2008.

REPORTING DEADLINE

13. (U) Posts should report the results of this demarche by December 29 via front channel cable. Please remember to add USUN as an info addressee.

DISCUSSION ELEMENTS

14. (U) Posts may wish to draw from the following suggested discussion elements:

Begin discussion elements.

-- Following Security Council authorization for a UN peacekeeping operation in Somalia, the United States will make every effort to support deployment of additional forces under the African Union Mission in Somalia (AMISOM) in preparation for its eventual re-hatting under the UN Peacekeeping Mission in Somalia (UNMISOM).

-- Should the Security Council fail to authorize a UN peacekeeping operation in Somalia, the international community risks creating a security vacuum that al-Shabaab, a terrorist organization with links to al-Qaida, is poised to fill.

-- The United States finds this scenario is untenable for the international community and our country, as it could create a terrorist safe haven for al-Shabaab and al-Qaida, undo much of the political progress achieved in recent months, and have significant and negative consequences for the humanitarian situation.

-- While deployment of UNMISOM is a vital element in preventing a security vacuum in Somalia, it is not the sole component of our efforts to achieve lasting peace and stability. Once deployed, UNMISOM would help establish the conditions necessary to build the capacity of government institutions, allow donors to establish a program of security sector reform, help facilitate humanitarian assistance, and address land-based piracy operations in the area of operations.

End discussion elements.

BACKGROUND

15. (C) Authorization and deployment of a UN peacekeeping operation is the best option to bolster political gains in Somalia to date. The UN Peacekeeping Mission in Somalia (UNMISOM) would support continued dialogue and security sector reform efforts within the framework of the Djibouti Peace Agreement, as well as help prevent a security vacuum that would allow Foreign Terrorist Organization (FTO) al-Shabaab to assume control of large portions of southern Somalia. On December 23, Somalia's Transitional Federal Government (TFG) and an opposition coalition known as the Alliance for the Re-liberation of Somalia (ARS) issued a joint statement expressing their commitment to the ongoing political process and calling on the UN to urgently deploy a UN peacekeeping operation. Once deployed, UNMISOM would help

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create the conditions necessary to facilitate humanitarian assistance; allow donor partners to both establish an international program of security sector reform (SSR) and to build the capacity of government institutions; and help to address the issue of piracy in the area of operations.

16. (C) Once UNMISOM is authorized, donor partners will work to enhance the current African Union Mission in Somalia (AMISOM) by deploying an additional five infantry battalions in preparation for re-hatting by June 1, 2009. Without the establishment of UNMISOM and the guarantee of sustained financial support provided by a UN peacekeeping operation, we believe that potential African troop contributing countries (TCCs) are unlikely to deploy to Somalia. As a result, a security vacuum is likely to follow Ethiopia's withdrawal, allowing al-Qaida and al-Shabaab to expand their terrorist safe-haven and further threaten security and stability in the Horn of Africa. The security vacuum would also exacerbate the existing humanitarian crisis in Somalia and could further limit humanitarian access to the more than 3 million Somalis currently in need of emergency assistance.

17. (C) This outcome would also almost certainly lead to a breakdown of the ongoing dialogue process between the TFG and ARS, effectively undoing all political gains since 2006. On June 9, 2008, the TFG and ARS reached an eleven-point agreement in Djibouti that included a request to the UN to authorize and deploy an international stabilization force within 120 days. This agreement took effect following a formal signing ceremony on August 18, 2008. Since then, the TFG and ARS have continued to call on the international community to authorize a UN peacekeeping operation. This dialogue process has continued under the auspices of the United Nations Special Representative of the Secretary General (SRSG), Ahmedou Ould-Abdallah, through near-monthly negotiations in Djibouti. Subsequent TFG-ARS agreements have reaffirmed the commitment of both parties to this process, including an agreement to form a unity government by expanding the number of seats in the TFG Parliament, a ceasefire agreement, and a timeline for Ethiopian withdrawal coordinated with deployment of a UN peacekeeping operation.

18. (SBU) On December 4, Department requested USUN to approach

key Security Council missions at the highest level to solicit support for a resolution to establish a UN peacekeeping operation in Somalia (reftels A and B). Subsequently, a drafting group of like-minded Security Council members, including Italy, Libya, South Africa, and China, formed an informal drafting group in New York. Since then, the text has been revised, with our most recent draft below

9. (C/NF) On December 18, there was an Ambassadorial-level meeting of the Permanent 3 members of the Security Council (France, the UK, and the United States) in New York, at which the UK and France presented a counter-proposal to the United States, draft resolution, calling for a trust fund to train and equip AMISOM forces to UN standards. The UK and France stated donations would be solicited through a UN-sponsored pledging conference (reftel C). The following day, the Permanent 5 members of the Security Council (China, France, Russia, the UK, and the United States) convened, at which Under-Secretaries-General Le Roy of DPKO and Malcorra of the Department of Field Support (DFS) presented a concept paper, cleared by the Secretary General, which called for: reinforcing AMISOM through both assessed UN resources and bilateral contributions; facilitating training for Somali security forces; exploring the possibility of a Maritime Task Force with a mandate to secure Mogadishu's seaport and the capability to launch operations into Somalia; and continued preparations for a UN peacekeeping operation when conditions are appropriate (reftel D).

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10. Begin draft UN Security Council resolution text:

The Security Council,

Recalling its previous resolutions concerning the situation in Somalia, in particular resolution 733 (1992), resolution 751 (1992), resolution 1356 (2001), resolution 1425 (2002), resolution 1519 (2003), resolution 1725 (2006), resolution 1744 (2007), resolution 1772 (2007), resolution 1801 (2008), resolution 1811 (2008), resolution 1814 (2008), and resolution 1844 (2008) and the statements of its President, in particular those of 13 July 2006 (S/PRST/2006/31), 22 December 2006 (S/PRST/2006/59), 30 April 2007 (S/PRST/2007/13), 14 June 2007 (S/PRST/2007/19), 19 December 2007 (S/PRST/2007/49), and 4 September 2008 (S/PRST/2008/33),

Reiterating its commitment to a comprehensive and lasting settlement of the situation in Somalia,

Reaffirming that the Djibouti Peace Agreement represents the basis for a resolution of the conflict in Somalia, and stressing the importance of broad-based and representative institutions reached through a political process ultimately inclusive of all,

Welcoming the guiding principles agreed by the parties to the Djibouti Peace Agreement on 25 November 2008, in particular the establishment of a Unity Government and an inclusive Parliament,

Calling on the parties to the Djibouti Peace Agreement to fulfill their obligations set out therein, and taking note of the request from the parties for United Nations authorization and deployment of an international stabilization force,

Welcoming the contribution of the African Union Mission in Somalia (AMISOM) to lasting peace and stability in Somalia, expressing its appreciation for the continued commitment of the Governments of Uganda and Burundi in Somalia, and stressing the importance of reestablishment and training of Somali security forces,

Noting with concern the humanitarian situation in Somalia, and calling on all Member States to contribute to current and

future consolidated humanitarian appeals,

Recognizing that serious crimes have been committed against civilians in the ongoing conflict in Somalia and reaffirming the importance of the fight against impunity,

Noting the Press Statement of the Commission of the African Union of 10 December 2008 on the Situation in Somalia, whereby the Chairperson of the Commission recalls the numerous appeals made by the African Union for the deployment by the United Nations of a peacekeeping operation that would take over from AMISOM and support the long term stabilization and reconstruction of Somalia,

Determining that the situation in Somalia constitutes a threat to international peace and security in the region,

Acting under Chapter VII of the Charter of the United Nations,

¶1. Decides to renew until 1 June 2009 the authorization of Member States of the African Union to maintain a mission in Somalia, which shall be authorized to take all necessary measures as appropriate to carry out the mandate set out in paragraph 9 of resolution 1772 (2007) and underlines, in particular, that AMISOM is authorized to take all necessary measures as appropriate to provide security for key infrastructure and to contribute, as may be requested and within its capabilities, to the creation of the necessary security conditions for the provision of humanitarian assistance;

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¶2. Decides that for a period of twelve months beginning on 1 June 2009, or such earlier date as the Security Council may subsequently decide in close consultation with the Secretary-General and the African Union, to establish the United Nations Mission in Somalia (UNMISOM), consisting of a maximum of 10,000 military and security sector reform personnel, the mission described in paragraphs 3 and 4 below, to follow up AMISOM in Somalia, requests the Secretary-General to transfer authority from the African Union-led AMISOM forces to UNMISOM by that date, and expresses its intention to take into account the views of the African Union and the recommendations contained within the Secretary-General's report referred to in paragraph 10;

¶3. Further decides that the mandate of UNMISOM shall be to support peace and national reconciliation in Somalia by performing, within its capabilities, the following tasks in Mogadishu and its environs:

(a) To facilitate humanitarian assistance and improve humanitarian access by securing key humanitarian infrastructure and maintaining liaison with all parties to the Djibouti Peace Agreement and related subsequent agreements to facilitate the delivery of humanitarian assistance to displaced persons, refugees, children and other affected persons;

(b) To assist with the free movement, safe passage and protection of those involved in the political process, to provide security for key political infrastructure, and to protect and assist the institutions of a future Unity Government to help them carry out their functions;

(c) To assist the parties in promoting understanding of the peace process and the role of UNMISOM through an effective public information campaign targeted at all sectors of society;

(d) To monitor, within its capabilities, the implementation of the cessation of hostilities under the Djibouti Peace Agreement, as well as any subsequent ceasefire arrangements and joint security arrangements agreed through the Joint Security Committee (JSC), and to liaise with the JSC and provide technical assistance in the implementation of its

functions, including in the investigation of ceasefire violations;

(e) To protect its personnel, facilities, installations, equipment and mission, and to ensure the security and freedom of movement of United Nations personnel;

¶4. Further decides that UNMISOM shall assist, in conjunction with regional and international donor partners and other interested parties, in supporting the effective re-establishment and training of all-inclusive Somali security forces, including military, police, and judiciary;

¶5. Affirms that the provisions set out in paragraphs 11 and 12 of resolution 1772 (2007) shall continue to apply to the missions referred to in paragraphs 1 and 2 above;

¶6. Requests the Secretary-General to establish a trust fund to provide financial support to AMISOM until UNMISOM is deployed and to assist in the reestablishment and training of all-inclusive Somali security forces as provided in paragraph 4(c) of resolution 1744 (2007), and further requests the Secretary-General to hold a donors conference to solicit contributions to this trust fund as soon as possible but no later than 15 January 2009;

¶7. Requests the Secretary-General, through the use of existing and additional United Nations resources but not through the transfer or other provision of UN assessed funds

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to AMISOM, and only in accordance with and only after the report referenced in paragraph 8 below is provided to the Security Council, to take the necessary steps to strengthen AMISOM with a view to transition to UNMISOM, and, subject to the same limitations and only as necessary to supplement the trust fund referenced in paragraph 6, during such transition to implement longer-term support to AMISOM, including provision of air assets, ground mobility package, training, engineering and logistics, mobile communications capacity and broad public information assistance;

¶8. Requests the Secretary-General to provide by (15 January 2009) a detailed report describing the precise assistance, equipment, and personnel intended to be used for the strengthening of AMISOM, and an accounting of the source of funds to be expended for such resources, and the longer-term support to AMISOM described in the Secretary-General's report of 19 December 2008;

¶9. Requests the Secretary-General, in close cooperation with the African Union, to continue planning and initiate the force generation and logistical, administrative, financial and other necessary arrangements with a view to a transfer of authority from AMISOM to UNMISOM no later than 1 June 2009;

¶10. Requests the Secretary-General to submit a report by 15 April 2009 on the progress towards the full deployment and strengthening of AMISOM with a view to transition to UNMISOM no later than 1 June 2009, and further requests the Secretary-General to include in his report a complete concept of operations for a peacekeeping force in Mogadishu and its environs consisting of a maximum of 10,000 military and security sector reform personnel;

¶11. Calls upon Member States to contribute personnel, equipment, and other resources to AMISOM, and encourages Member States to cooperate closely with the African Union, the United Nations, troop contributing countries and other donors to this end;

¶12. Calls upon all parties to cooperate fully in the deployment and operations of AMISOM and UNMISOM, in particular by guaranteeing the safety, security, and freedom

of movement of African Union and United Nations personnel as well as associated personnel throughout Somalia;

¶13. Requests the Secretary-General, through his Special Representative for Somalia, to coordinate all activities of the United Nations system in Somalia and to provide good offices and political support for the efforts to establish lasting peace and stability in Somalia and decides that the United Nations Political Office for Somalia (UNPOS) and the United Nations country team shall continue to promote a lasting peace and stability in Somalia through the implementation of the Djibouti Peace Agreement, and to facilitate coordination of international support to these efforts;

¶14. Calls upon all parties in Somalia to cease hostilities, to uphold the principles of the Djibouti Peace Agreement, reach agreement on permanent ceasefire mechanisms, and to use the JSC to resolve disputes over military issues;

¶15. Demands that all States in the region refrain from any action that might contribute to instability in Somalia or the Horn of Africa region, and reiterates its intention to take measures against those who seek to prevent or block a peaceful political process, or those who threaten participants in the political process by force, or those who undermine stability in Somalia or the region;

¶16. Decides to remain actively seized of the matter.

End draft UN Security Council resolution text.

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POINT OF CONTACT

¶11. Please contact IO/PSC Tanaz Khambatta (x6-7936) and AF/E Nole Garey (x7-8284) if you have any questions or concerns.

¶12. Tripoli minimize considered.
RICE